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# A Management Study for Waterfront Park

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A MANAGEMENT STUDY  
FOR  
WATERFRONT PARK

SEPTEMBER 14, 1988

REPORT — PREPARATION

This report was prepared by the Planning Section of the Bureau of Parks and Recreation with the assistance of a management study group consisting of Ron Byers, Gay Greger, Steve Goetz, Mary Beth Henry, Ron Maynard and John Sewell.

Information gathered for this report relied upon interviews with several of the above individuals and conversations with Dan Nelson, Park Operations Foreman; Jim Carr, Mowing Foreman; Joe Herzig, Waterfront Park Attendant; and comments from Ross Walker.

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## SECTION I

### I INTRODUCTION

#### STUDY PURPOSE

This study was initiated in response to Commissioner Lindberg's concerns about the need for special management policies associated with Waterfront Park. Currently the official policy is to accommodate all reasonable requests. Recent years have seen substantial increases in the number of organization and sponsors wishing to use the park for private and public events.

New policies are needed regarding future activities in the park, especially those which have proven to adversely impact the park in the past. Specific guidelines and regulations need to be developed to protect existing park amenities and to ensure the visual character of the park is kept at a high standard throughout the entire year. The locational prominence of this major open space facility so close to Downtown Portland, its high public visibility and fragile turf conditions require special attention regarding long term development, use, maintenance and management.

#### STUDY SCOPE

The study team views the work in progress as only a cursory examination of the current situation. Emphasis is being placed on accomplishing the following items initially:

1. Identification of principal planning, design, maintenance and management problems and issues.
2. Issue definition and general discussion of information gathered about the problems through interviews of Park Bureau staff.
3. Preparation, discussion and evaluation of a range of alternative concepts, options and approaches applicable to Waterfront Park.

## SECTION II

### SITE ANALYSIS

#### EXISTING CONDITIONS

Several schematic maps of the park have been prepared which show the principal features, turf and soil base conditions and some of the more apparent problems documented as the result of a walk through the park with maintenance staff currently assigned to Waterfront Park.

#### CURRENT PARK USE

Waterfront Park is the major open space facility accessible to the downtown area. It is highly visible and has excellent vehicular access along its length. Hundreds of thousands of local citizens and visitors use the park through the year for both organized and unorganized activities.

Since its adoption by Council in 1975, the development plan for a greenway waterfront park, has for the most part, been extremely successful. The concept of leaving most of the linear park in open grassed meadows has allowed a great variety and diversity of community activities to occur in the park. Activities have been large and small, from the Rose Festival Fun Center to noon volleyball games by downtown office workers.

Over the years several focal activity areas have been developed which offer viewing and sitting areas, a stage for small events, a recent plaza and fountain which is extremely successful. The esplanade at River Place, the marina area and public floating breakwater docks, and the sloping grassed bowl area are a showcase example of urban waterfront development.

North of the Burnside Bridge the park is still unimproved. The esplanade walkway continues along the seawall up to the vicinity of the Steel Bridge. At that point it is routed so pedestrians can enter or leave the park at a point along Front Avenue just underneath the bridgehead ramps. At present the Bureau of Public Works stores park related materials under the south ramp.

Few people use this area of the park. Runners, joggers and walkers are the exception as well as some of the homeless and other street people who inhabit the Old Town District. Their presence and drug/alcohol related problems discourage most other people from visiting this area of Waterfront Park.

This situation will change in the future due to a current study by PDC and the Bureau of Parks and Recreation. A local planning and design consultant team is preparing alternative concept plans for this portion of the park. Section IV of this report presents additional information on this development project.

#### PERMIT USAGE WITHIN THE PARK

Twelve years ago Rose Festival and Neighborfair were the only major public events held at the park. Five years later special interest groups discovered the park was an ideal site for fundraising activities. In short time large scale community events such as The Bite and the Waterfront Classics Concert Series became annual events on the community calendar.

The number of minor events has also grown substantially in recent years.. In 1987 a total of 73 permits were issued, and as of August, 1988, 95 permits have been issued during 1988. This represents an increase of nearly 25 percent over just the first eight months of this current year.

The following are the major public events held annually in the park:

- Cinco de Mayo Festival
- o Rose Festival
- o Cascade Runoff
- Neighborfair
- Blues Festival
- o The Bite
- Waterfront Classics

There are other events, such as the Brewery Festival, which may become annual events. In addition, there are other minor events which may increase in popularity and attendance. They may become major events, and several of these probably have expectations of becoming repetitive annual events. This trend may result major scheduling conflicts where two or more event sponsors want the same location on a popular date such as the 4th of July.

#### PRINCIPAL FACTORS/CONSIDERATIONS

The success of this wonderful community open space facility has been negated in recent years by three principal factors, which if allowed to continue or increase in intensity, will create more serious problems than exist today. There is also a lack of adequate utility services such as power service and potable water to support these festival events. Recently the Bureau has received requests from other City service bureaus regarding the installation of additional utility service facilities. Furthermore, maintenance costs and restoration costs may become a serious economic burden to the City as well as the general public having to live with a blighted park landscape during the summer months.

#### A GROWING TREND-COMMERCIAL USE OF WATERFRONT 'PARK

The park is sought after by sponsors of major public festival events primarily because of:

- Excellent accessibility including public transit.
- High visibility from the bridges, roads and surrounding city environment which is good for advertising.
- Availability of nearby downtown vehicular parking lots.
- Low rental fee.

Waterfront Park is the largest open space in the downtown area. It is a natural special events or "festival site". In view of all these reasons the City can anticipate an increasing demand for more permits for major public events which generate substantial revenues for their sponsors.

#### PARK TURF/SOIL CONDITIONS

Existing soil conditions underlying turf areas throughout the park are a principal and limiting factor regarding the type and intensity of activities which should be scheduled on turf areas.

Several different improved soil conditions are present:

- e Condition 1: In the central zone between the Hawthorne and Morrison Bridges a new sand base, subsoil drainage improvements and automatic irrigation facilities were completed in 1987. These improvements and the type of turf grown were chosen to provide a surface which could take heavy pedestrian traffic. The area does, however, require daily watering in the summer and a more intensive fertilization program than other turf areas in the park. However, under special circumstances, the turf can go without watering for up to seven days. Major damaged areas which require re-seeding require a minimum of six to eight weeks to reestablish turf which can withstand foot traffic. Minor damage can be repaired by using special growth sod to replace damaged areas.
- e Condition 2: Landscape development of the bowl area between the River Place and the Hawthorne Bridge in 1983-84 was constrained by the presence of several major utilities including water, sewer, gas and communications improvements. A 42 inch sanitary sewer line cuts directly across the bowl and has only about 12 inches of cover. Budget constraints necessitated the use of on-site silty clay loam soil as subbase material. Imported sand was lost because of a washout due to an unseasonable rainstorm. Less than one inch of sand medium remains under the grass today. A terraced sand base design with subsoil drainage was considered, but it was too costly. Automatic irrigation was installed. Generally, this area is more fragile than Condition 1 and will not take heavy concentrated foot traffic.
- Condition 3: The area between the Morrison and Burnside Bridges was improved in 1974-75. A sand base was installed with subsoil drainage. Grass sod with about 1/2" to 1" of loamy topsoil was placed over the sand base. Over the years this turf has proven to be susceptible to damage from heavy foot traffic. In addition, it appears the subsoil- drainage is either inoperative or of little value now due to clogging of lines and



general deterioration over the past decade. Park Bureau maintenance personnel consider this area to have a condition they term "Black Layer". This connotes an anaerobic condition resulting from high compaction and pore filling. Mowed lawn clippings also mix in with the soil and decomposition results which produces an unpleasant smell. Damaged turf in these areas, especially if damaged during extremely wet periods, are very difficult to restore. Two months in the growing season are needed to achieve full restoration.

Condition 4: North of the Burnside Bridge no soil improvements have ever been made, and there is no subsoil drainage or automatic irrigation facilities. Currently movable surface sprinklers are used during the summer to keep the grass somewhat green between Burnside and Davis Streets. However, irregular and potable surface conditions exists which results in small ponded water areas throughout this area of the park.

Therefore, policy changes regarding relocation, rescheduling and future restrictions on major events in the park must recognize that existing turf/soil conditions will require specific time periods to regenerate new turf or require major renovation of selected turf areas within Waterfront Park. The carrying capacity or wearability of existing turf conditions will be exceeded if more events which result in more intensive use are scheduled in the park. The direct consequence of the latter will be further degradation of the park's visual character and beauty.

#### ADVERSE IMPACT FROM FUN CENTER ACTIVITIES

The third important factor which is at the heart of the problem is the adverse damage directly attributable to allowing the Fun Center to use Waterfront Park. Since the event is held in late May and early June this only serves to make matters worse since the park starts out in a severely damaged condition at the beginning of the high use summer season.

Turf damage is due to several reasons - extended periods of time without watering; concentrated foot traffic, heavy vehicular traffic and equipment storage; the placement of temporary structures and amusement rides on turf areas; oil, grease and food spillage. All of these adversely impact the turf changing the continuous soft, lush lawn into a patchwork of large sandy brown spots marring the previously all green surface.

In conclusion, it is apparent there is a high level of economic motivation associated with large scale public events held in the park, and that the visual degradation of this public open space facility is related to these activities. If Waterfront Park is to be recognized and used as a "festival site" for more and more events in the future, the City should also participate in the economic benefits. The City and responsible Bureaus should adopt policies and guidelines which enable them to effectively

and efficiently manage this special public resource.

Section III describes the conceptual management options and alternative development approaches available for use in the short and long term.

## SECTION III

# CONCEPTUAL OPTIONS AND DEVELOPMENT APPROACHES

### CONCEPTUAL OPTIONS

There are four general conceptual options which could be used to manage the park and also improve its visual character and beauty:

- Relocation
- Rescheduling
- Restrictions
- Redesign

#### RELOCATION

Prohibition of large scale public events such as the Rose Festival, The Bite, Neighborfair, etc. would enable the park to remain in a more pristine condition all year. This would be a regressive approach viewing the park as a non-festival site.

New locations would have to be found for traditional events like Rose Festival and other activities that cause turf damage. Waterfront land on the eastside which may become available if the eastside freeway is relocated would be a primary location site if this concept was adopted. It is the only potential site large enough to develop as a "festival park" near the downtown area. Other alternative sites considered in the past include Expo Center, Delta Park, Oaks Park, Civic Stadium and the parking lot at Memorial Coliseum.

This approach would be very controversial and would be a long term development project. Current sponsors of large scale events in Waterfront Park would oppose this idea. It goes against tradition and would be political. Others will argue the economic value of the recovered waterfront land is best suited for commercial and mixed use development.

#### RESCHEDULING

An analysis of current event scheduling over the past years indicates that from spring to early fall the park has continual use. Sometimes major events follow one another. At most there is only a break of two to three weeks between major events. Because of this use pattern there is inadequate time to perform proper grounds maintenance and reestablish damaged turf areas.

Selective scheduling would permit the Bureau to balance event periods with adequate periods for maintenance activities. One approach would be to block out a 6 to 8 week period in the middle of the summer and allow no activities in selected park areas. Major events held in the middle of the

summer would have to be rescheduled in May or early June or in late August or September.

Another option, although unlikely, would be to schedule Rose Festival in late summer or early fall. This would permit maintenance personnel to repair damages to the turf immediately after the event at a time when use of the park is low due to seasonal weather changes. Casual and organized use of the park going into the summer period would have a much improved visual setting, and a more intensive maintenance/management program could probably keep the turf in a more acceptable condition throughout the summer.

#### RESTRICTIONS

Another approach is to enact restrictions - a comprehensive set of rules, regulations and guidelines - and provide the Bureau with the means/authority to enforce these restrictions on future park user groups. These restrictions would have to specify what types of activities could occur, where, when and under what conditions. Examples of what to consider are:

- Maximum attendance.
- s Event duration.
- Type and number of temporary structures, ie tents, concession stand, stages, etc.
- Use/parking of vehicles on-site.
- Seasonal use subject to weather, ie mandatory rain out cancellations similar to sporting events.
- o Limited number of allowable events; participation by lottery.
- Rotational scheduling of event sites to allow rest periods for fragile or damaged turf areas.

There are also a number of preventative actions which could be required of perspective event sponsors. This includes:

- Submission of detailed event plans prior to permit issuance with required pre-application conferences with a Bureau representative.
- Requirements for wooden floors in all food booths; protective surface coverings where deemed necessary; no use of oil, grease or other containments unless adequate disposal facilities are available.
- Temporary walkways which protect turf areas.

This approach would require more coordination with event sponsors both pre-event and post-event. Changes would probably be required in the management and maintenance organization used by the Bureau presently.

#### REDESIGN

Physical changes to the park environment is still another way of approaching the problem. This may be most appropriate if the amount of parkland available for major public events is reduced over what is available today. Concentrating the Fun Center into the area from the Morrison to Burnside Bridges would keep the Center zone more visually pleasant. However, it may result in more turf damage in the limited area used for Rose Festival activities.

Therefore, another surface material other than grass may be more appropriate in parkland areas designated for intensive public use, especially if events are scheduled on a continual or more frequently reoccurring basis.

There are significant capital investment costs which need to be addressed with this approach. There is, however, the cost savings associated with fewer potential annual repairs. Although this expense is supposedly borne by the event sponsor, many times that portion of turf damage attributable to a specific user is hard to determine, and the actual damage/repair costs are not collected from the event sponsor. The public may also have the perception public funds are being expended to make these recurrent costly repairs.

Clearly a redesign approach could provide a parkland environment which could be more easily maintained at a high visual standard throughout the year. It could also result in a "festival park site" which could be aggressively marketed by the City. The increase in anticipated facility rental fee revenues could be used to defray some of the initial capital improvement costs.

#### ALTERNATIVE DEVELOPMENT APPROACHES

Prior to deciding what approaches are appropriate and what specific management and maintenance policy changes may be necessary, there is a fundamental question which needs to be addressed. It is important to decide right at the onset whether or not using Waterfront Park as a Festival Park for special events is appropriate? This will be a political decision and to a large degree will focus on the traditional use of Waterfront Park by established community groups and the issue of increasing facility user fees and allowing sponsors to charge an admission fee.

Schematic maps of the park which describe four alternative development approaches have been prepared for your review. These alternatives indicate the range of development approaches possible in the park. The alternatives are:

- Alternative 1 - Existing Park with Slight Modifications
- Alternative 2 - Low Intensity Greenway Park
- S Alternative 3 - Festival Park
- Alternative 4 - Compact Festival Park

## EXISTING PARK WITH SLIGHT MODIFICATION

### RELOCATION/RESCHEDULING/RESTRICTIONS

- High intensity use north of Taylor Street; low intensity use south of Taylor Street.
- No relocation of major events.
- Some rescheduling as necessary to aid in turf regeneration.
- Some new rules and regulations.

### REDESIGN/VISUAL APPEARANCE

- No significant physical changes.
- Accept some turf damage and brown spots during summer.
- No design constraints on design of Internment Memorial and parkland north of Burnside.

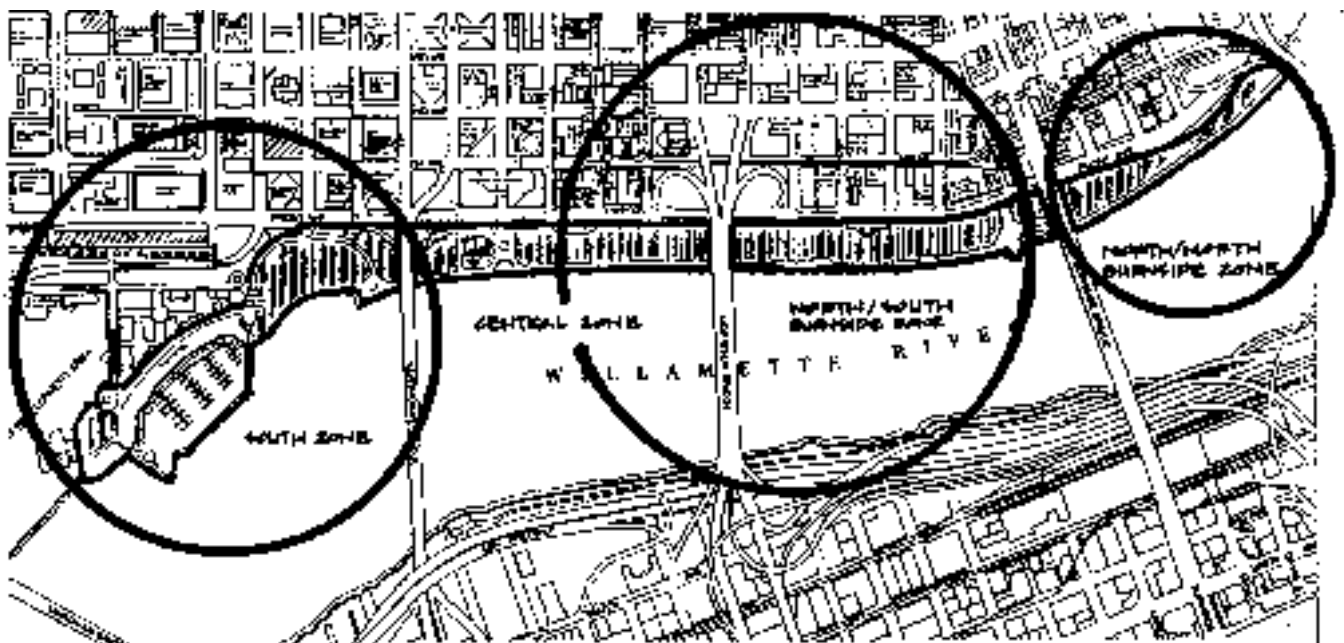
### MAINTENANCE

- Maximum emphasis on preventative actions and preventative maintenance programs.
- No major changes for existing maintenance organization and work procedures.
- Field coordinator position optional.

### MANAGEMENT

- Limited promotion of park for special event use.
- No special park manager needed.

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## LOW INTENSITY GREENWAY PARK

### RELOCATION/RESCHEDULING/RESTRICTIONS

- Low intensity uses only in the park.
- Phase out high intensity use events.
- Find new sites for displaced event.
- Adopt new rules and regulations to protect turf.

### REDESIGN/VISUAL APPEARANCE

- Reestablish turf; maintain existing lawn/turf conditions in the park; keep green all year. Zones between Hawthorne and Burnside Bridges viewed as passive greenway link to groomed, structured activity nodes at each of the park. Renovation of lawn/turf between Morrison and Burnside Bridges needed
- Only minor alteration of meadow areas allowed.
- North end of park to be a specialized activity node and provide pleasant visual entry to downtown.
- No design constraints on design of Internment Memorial and area north of Burnside..

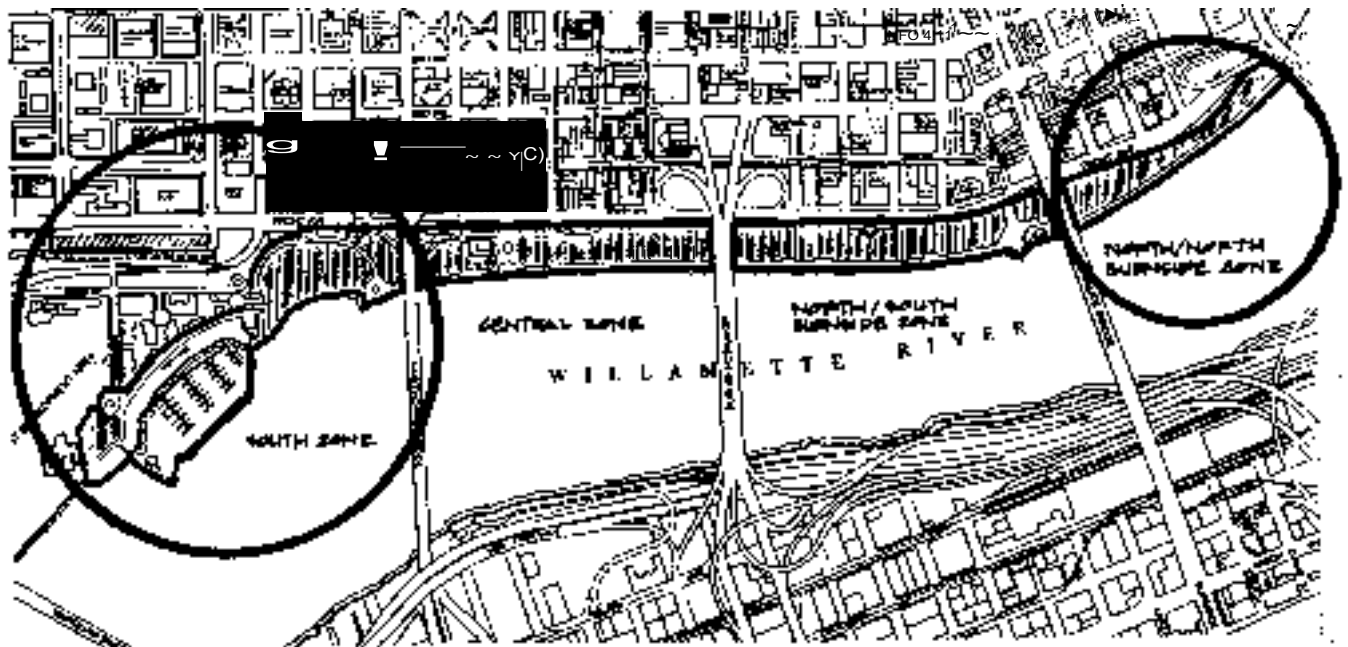
### MAINTENANCE

- Minor adjustments to existing maintenance organization.
- No field coordinator position needed.

### MANAGEMENT

- No promotion of park for special event use.
- No park manager needed.

LOW INTENSITY USE, USE4



## FESTIVAL PARK

### RELOCATION/RESCHEDULING/RESTRICTIONS

- Limit high intensity use to north of Morrison Bridge; low intensity use south of Morrison Bridge.
- No relocation of major events.
- Rescheduling regarding available space and open event dates.
- New rules and regulations for each park use areas.

### REDESIGN/VISUAL APPEARANCE

- Revise plan for North Waterfront Park zone for increased use.
- Redesign ground surface to withstand increased event scheduling; more paved surfaces.
- Integrate design for parkland north of Burnside Bridge with North Waterfront Park zone; constraints on design of Internment Memorial.

### MAINTENANCE

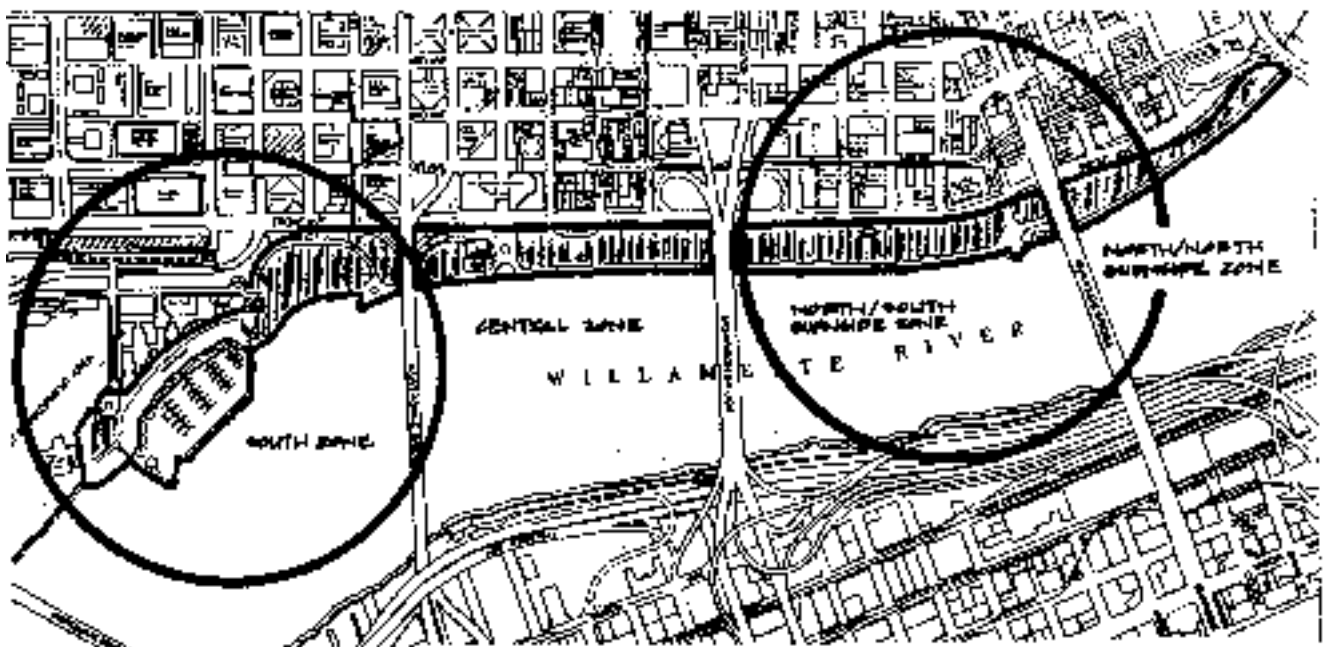
- Possible designation of Waterfront Park as special maintenance district or high priority designation.
- Establish field coordinator position for advance planning, event coordination and supervision of assigned maintenance crew.

### MANAGEMENT

- Promote park as site for special events which generate revenue.
- Establish publicity and marketing position for park; use Pioneer Square manager as model.

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## COMPACT FESTIVAL PARK

### RELOCATION/RESCHEDULING/RESTRICTIONS

- Limit high intensity use in park between Morrison and Burnside Bridges.
- No relocation of major events.
- Reschedule to fit available space and event dates; may require lottery type scheduling.
- New rules and regulations for each different park use zone.

### REDESIGN/VISUAL APPEARANCE

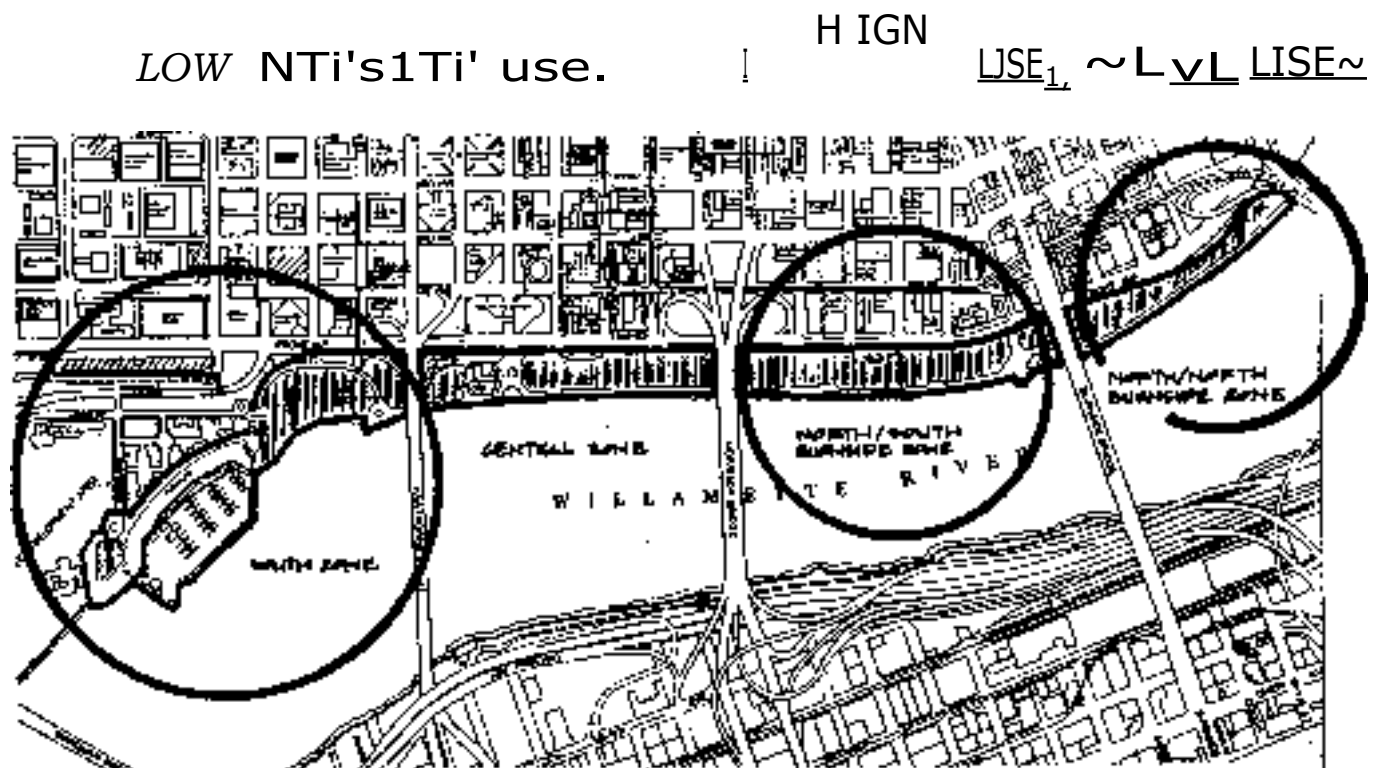
- Develop separate plan for compact high intensity use area.
- Alternative surface treatments required in intense use area; more paved areas; maximum redevelopment costs associated with this alternative.
- No design constraints on design of parkland/activity node/Internment Memorial north of Burnside.

### MAINTENANCE

- Possible designation of waterfront Park as special maintenance district or high priority designation.
- Establish field coordinator position for advance planning, event coordination and supervision of assigned maintenance crew.

### MANAGEMENT

- Promote park as site for special events which generate revenue.
- Establish publicity and marketing position for park; use Pioneer Square as model.



## SECTION IV

### DISCUSSION OF ISSUES

#### INFRASTRUCTURE

##### POTABLE WATER

The Bureau of Water Works has submitted a current request to the Parks Bureau seeking approval to install potable water facilities in the park. A response is not appropriate until a decision has been made regarding future use of the park for festivals. Once it has been determined whether or not any restrictions or redesign are necessary, Bureau staff assisted by the Bureau of Water Works personnel needs to prepare a Utility Services Master Plan for Waterfront Park.

Sometimes quick coupler irrigation facilities are used as a source for water by event participants. Continued use of sprinkler quick couplers should be stopped', and arrangements made so this regulation can be enforced in the park.

##### ELECTRICAL

In the past several electrical improvements have been made in the park without the approval of the Park Bureau. Many of these were located above ground and are visually distractive in the parkland setting. To minimize this type of adverse visual impact, all future electrical services and related improvements should be installed in underground vaults.

The City's electrical inspectors are also concerned about the type of temporary power service installations made in Waterfront Park. A prescribed set of procedures and guidelines should be agreed upon as well as a method for ensuring compliance with these regulations and guidelines. This is necessary to provide for the safety of the general public and to preserve the visual beauty of the parkland setting.

No new plans or proposals should be approved until a basic decision is made with respect to the extent Waterfront Park will be used for future "festival events". Once this decision is made coordinated planning for future permanent and temporary electrical power service and connection points can proceed between the Park Bureau and the Electrical Division, Bureau of Buildings.

##### VEHICULAR ACCESS

There are numerous curb cuts along Front Avenue which provide access into the park. Some of these have paved surfaces which extend across the park while others extend only into the park for a limited area. These latter access points use concrete pavers set into the turf for the approach area.

Visual observation of the conditions which have developed where these "floating pavers" are used suggests this entry design is not satisfactory

because of the related turf damage. Strong consideration should be given to upgrading these access points by providing permanent paved surfacing as was done in the vicinity of Yamhill Street.

#### PEDESTRIAN SAFETY

##### EXISTING CIRCULATION

The primary means of movement through Waterfront Park is the explanade along the seawall. This 20 foot wide walkway provides viewers panoramic views of the eastside, the water and the freeway. There are numerous benches and seating walls for people to relax and watch park activities.

Historical street light fixtures encourage strolling in the evenings. The new plaza fountain and esplanade along River Place are heavily used by pedestrians both during the day and at night. A significant number of runners use the esplanade.

Emergency vehicles and maintenance vehicles also have access to the esplanade. The presence of bollards which the ships use to tie-up to along the seawall reduces the usable width of the esplanade. It is difficult for large trucks to use the esplanade.

There are several locations where paved walkways cross the park providing access from Front Avenue. A subway entrance at Morrison provides public access under Front Avenue to the park.

##### BIKES, ROLLER SKATING AND SKATEBOARDING

Currently, the esplanade is also used by cyclists and occasional roller skaters. Skateboarding has been prohibited due to potentially hazardous conflicts with pedestrians. Tootsie Roller, a roller skate concessionaire, had a permit in the past, but they were not financially successful.

The current situation can continue to handle occasional rollerskaters and cyclists although these activities could create conflicts when large public events are scheduled in the park. Therefore, it may be necessary to restrict these types of activities in the future if problems arise.

##### PEDICABS AND HORSE DRAWN CARRIAGES

The Bureau has issued permits to two competitive rental pedicab and carriage businesses. No serious problems have surfaced between these concessionaires and pedestrians. However, the current policy of issuing a permit to any operator who requests one may need to be reconsidered if a significant increase in applications by similar operators occurs in the future.

There have been instances of one horse drawn carriage operator complaining against the other. Should this kind of competitive antagonism continue or increase for any concession, it may be appropriate to solicit bids and allow only one concessionaire in the park. This would allow for easier management by the City.

The density of pedicab and horse drawn carriages needs to be monitored in the future. There is probably a saturation level at which the esplanade

cannot tolerate a mixture of movement modes given concentrated foot traffic levels. Under these conditions it will become necessary to restrict access to specific hours, days or seasonal times in order to ensure adequate public safety for pedestrians.

#### PARK MAINTENANCE

##### PRESENT POLICY, ORGANIZATION, AND RESOURCES

Currently there are limited staff assigned to maintenance and mowing tasks at the park. The park is treated the same as a typical neighborhood park. Repair of vandalized or damaged site fixtures, lights, irrigation components, etc. are handled by the work order system. When resources are over budgeted or lacking and demand for repaired maintenance service high, this park receives no special consideration.

One of the basic questions which needs to be asked is, should the park due to the prominence of this facility in the public eye receive special treatment regarding the maintenance standard and response time for repairs. Part of the discussion will involve an examination of the need or desirability of establishing a special maintenance district for Waterfront Park, or classifying the park as a high priority maintenance area. The latter idea would involve setting up a procedure to use private contractors to repair emergency or high priority problems instead of using the Bureau's work order system.

##### PREVENTATIVE ACTIONS

This was mentioned earlier as a component of advance planning for major public events. Additionally a preventative maintenance program could be set up for the infrastructure of the park itself.

Allocating adequate resources to check and upgrade sprinkler system components, lighting facilities, utility systems and a quick response to maintenance problems immediately after they have been identified will prevent small problems from expanding to major impacts when they conflict with future scheduled events.

##### COORDINATION

One of the more important concerns is the difficulty present staff has regards adequate permit review and permit compliance once permit holders begin to set up operation. Submission of detailed plans are not required when applying for a permit. Operators have been known to take advantage of this situation by changing their plans in the field. They realize it is difficult for Bureau representatives to force them to comply or change things once they are set up and operating in the park.

A solution to this problem is to require submission of detail plans and require a pre-application conference. This could be done in a manner similar to the procedure the Bureau of Buildings requires for the granting of a development permit. This type of meeting would enable the Bureau to transmit a set of rules, regulations and guidelines to an applicant and discuss their situation regarding these requirements.

Among the benefits from this approach would be a clear understanding of the Bureau regarding the actual on-site time for an event. Many events are in the park longer than stated on the permit due to set up and tear down time. These extensions sometimes prevent the performance of maintenance by Bureau staff prior to use of the park for another event.

The Bureau should consider designating a full time staff person to perform field coordination activities at Waterfront Park. This position will be full time as events are currently scheduled six to eight months ahead of time. There is a growing tendency for event sponsors to want to plan events several years in advance.

#### SPECIAL MAINTENANCE DISTRICT

Closer management and maintenance of Waterfront Park may require some modification of the present organization structure of the Operations and Maintenance Division. Should the City adopt management and maintenance policies which designate Waterfront Park as a festival park, and if parkland available for festival use is significantly reduced in size, it may be necessary to give special maintenance consideration to the park.

The idea of designating the park itself as a special maintenance district simply complements the policy of the park as a highly visible festival site. It would also make it easier to allocate budget funds; equipment and personnel to the park in a more effective manner.

Staff requirements for this special district might consist of:

- |                                      |           |
|--------------------------------------|-----------|
| • Field Coordinator/Staff Supervisor | 1 person  |
| S Park Attendants                    | 2 persons |
| • Maintenance Mechanic               | 1 person  |
| • Gardener/Turf Specialist           | 1 person  |

An alternative to this approach is to recognize that increased festival use at Waterfront Park will require higher levels of maintenance and prompt responses to problems in the field. The use of private contractors to repair serious problems which could adversely effect future scheduled events is an option to consider. Better permit control and tracking of damage responsibilities would provide the Bureau with additional revenue which would be used to pay for contract repair work.

#### PERMIT PROCESS

The park permit process in general needs to be revised to provide the Bureau with a more efficient means of managing park users and keeping accurate and retrievable information about park use. One of the most important revisions which is needed at Waterfront Park is a consideration for early reservations and repetitive annual reservations.

#### EARLY RESERVATION

Some permit applicants want to reserve dates more than a year in advance. Current policy is to allow reservations only after January 1 in a given year. A policy which allows a sponsor of a major event to make a reservation up to 18 months in advance seems reasonable.

## REPETITIVE ANNUAL RESERVATION

Several private sponsors have begun to request the same date(s) for their annual events. The Rose Festival and Neighborfair are good examples of activities which have been traditional community events. However, there are limited weekends and only a few major holidays which can be used in the high use season. The Bureau needs to formulate a policy and criteria which will determine what activities will be eligible for preference in having repetitive events from year to year.

## PRE-APPLICATION REVIEWS

It would be extremely helpful to require applicants for major events to submit their permit requests 90 days in advance of the event. This would enable the Bureau to hold the necessary coordination meetings to ensure the applicant causes as little disruption and damage to the park as possible. The applicant should be required to provide the following information:

- e Detailed description of the event, anticipated attendance, space requirements.
- e Detailed site plan layout.
- e Temporary utility services requirements.
- e Security needs/plan.
- e Mitigation actions for food service activities.
- e Noise
- e Vehicular access and on-site parking needs.
- e Temporary structures; method of erection, protection of ground surface, etc.

## EVENT INSPECTIONS

A Bureau representative needs to inspect the site prior to set-up, after set-up, during and after the event. Prior event inspection is necessary to document the condition of the park site so a damage assessment can be made after the sponsor cleans up and leaves the park.

An inspection after the sponsor sets up is necessary to ensure the sponsor has complied with his request and stated plan. Observations during the event can be helpful if problems arise and for educational value to improve the process.

After tear down, the Bureau needs to carefully inspect the park and document all damages that are attributable to the sponsor. The cost of repair or restoration should be billed directly to the sponsor. Additionally, this information can be recorded for use in evaluating future permit requests by a particular sponsor.

## PERMIT COMPLIANCE BOND

At present the Bureau has no authority to ensure compliance with the issued permit. Requiring a compliance/damages bond would correct this limitation. Specific penalties for specific damages should be communicated in advance to event sponsors.

Bonding events would require closer management by the Bureau. Field inspections prior, during and after the event would be mandatory activities. These tasks could be the responsibility of a field coordinator.

Requiring a bond will probably be a controversial topic. However, it is simply a security deposit. If damage occurs, the bond ensures there are funds readily available to correct the damages.

The bond is also a means of certifying the financial responsibility of a sponsor. Individual and organization sponsors who are responsible and operate in a sound business manner will have no difficulty obtaining a bond or committing financial resources for this purpose. The City, as the public caretaker of valuable parkland amenities, would be remiss in not requiring the same level of "financial protection" as does a businessman in the private sector.

Preliminary assessment indicates three general categories of bonds may be required:

### Class A Bond - Minimum Event/No Bond

- Less than 1,000 persons.
- One day or less.
- No music, alcohol or food.
- No temporary structures or utility service hookups.

### Class B Bond - Moderate Event/\$500 to \$2,500

- 1,000 to 20,000 persons.
- Three days or less.
- Music, alcohol, and food service permitted.
- Temporary structures not to exceed 10,000 SF in area; temporary utility service hookups permitted.

### Class C Bond - Intensive Event \$10,000

- 20,000 persons or more.
- More than three days.
- Music, alcohol, food service, temporary utility hookups and temporary structures in excess of 10,000 SF.

The Class B Bond is variable. The exact bond requirement will depend upon the specifics of the application. This feature allows several different types of events to occur without the financial responsibility aspect becoming a disincentive to many types of mid sized events.

The Class C Bond is for established major festival events. The potential for major park damage is high; therefore, the bond value is also high.

Another important reason for having a bond with no exceptions is that it provides the Bureau with funds which can be used immediately to repair or restore damaged parkland or park fixtures. Many events are scheduled one after another. If major festival usage increases, the Bureau may find its maintenance resources are inadequate to respond in time to accomplish the repair work before the next event. Bond funds can be used to retain private contractors to do the necessary emergency repair work.

#### USER FEES

##### FACILITY RENTAL

Currently organizations and sponsors of events in Waterfront Park are all charged a token fee of \$5.00 for a park use permit. The City already charges a rental fee for using existing parks such as Washington Park and Leach Gardens for weddings and receptions and recreation organizations are charged rental fees for the use of sports grounds in public parks. A policy to charge market value a facility rental fee for the use of Waterfront Park given the level of commercial use today is a responsive means of managing and protecting a unique public resource.

In Seattle a straight ten (10) percent fee against gross sales is charged for the use of local park grounds and facilities. The City of Los Angeles also has a ten (10) percent facility rental fee if the event is sponsored by a private organization. Selected events are sponsored by the city itself, and they usually receive a larger profit percentage than the standard fee.

The Bureau is proposing to institute a two (2) percent rental fee for large scale special events which are held at public park sites. It is also proposing that the fee be progressively raised over a four year period to a rate of ten (10) percent. This transition period of graduated rates would enable current event sponsors time to plan for these new operating costs and to expand their events to cover these costs.

Many events may want and need to charge an admission to offset the proposed rental fees. Therefore, it may be necessary for the Bureau to consider allowing special events in Waterfront Park to charge a public admission. The Bureau recently implemented an admission charge for the 1988 Washington Park summer\_concert series. This was necessary to continue the series. The general public appears to have accepted this fee.

Permitting events to charge an admission fee in Waterfront Park would require the installation of temporary fences. A set of preliminary guidelines regarding types of fences, allowing methods of installation, removal and repair of grounds, etc. needs to be prepared if this policy change is to be considered.



It should be pointed out that permitting sponsors to charge admissions to public events will increase gross sales. The City would thus receive a larger facility rental fee. Obviously, major events will need to have certified public audit to establish the gross sales figure for the event.

#### RENTAL FEE DEDICATION

The philosophical rationale for having admissions and allowing the City to participate in the economic benefits brings up the question of what should be done with these increased revenues. They could be designated to the General Fund, as is the practice now. Alternatively, they could be dedicated to a special waterfront Park fund for development purposes. If the City adopts a policy and recognizes the park as a special events or festival park, there may be special capital improvements required to support the intense use character of the park. This may include upgrading of some utility services and redesign of major ground surface areas.

#### WATER ORIENTED MANAGEMENT

##### EXISTING AND POTENTIAL DOCKS

Presently, there are three locations where watercraft can access the park; and a fourth location where docking facilities were planned, but not constructed yet:

- North breakwater at River Place
- Ankeny Dock
- o Public dock at stairway north of Burnside Bridge
- Salmon Street Amphitheater (not constructed)

#### TOUR BOAT CONCESSION AGREEMENTS

The Columbia Gorge Sternwheeler picks up passengers for tours along the seawall at approximately Stark Street. To facilitate the loading/unloading operations, a removable section of the seawall has been replaced with a special gate which is used in conjunction with a gang plank. This tour boat is a park concession and operates from October 1 to June 15.

The Park Bureau also has agreements with Yachts O' Fun and The Rose, two smaller tour boat operators. They and the operators of the Columbia Gorge Sternwheeler have the right to load and unload at The River Place north breakwater dock.

Currently, the agreements require the operators to pay a concession fee of \$25.00 per docking. This rate structure system should be reviewed as there may be other, more appropriate ways for determining the concession fee rates.

Number of passengers serviced.  
Percentage of sales.

- Size and/or length of boat.

## DOCKING FACILITY ASSESSMENT

There appears to be a high level of interest in the provision of new or improved docking facilities at Waterfront Park. Therefore, the Bureau should evaluate all existing and potential docking sites regarding:

- Structural capabilities.
- Public safety standards.
- Modification costs to bring facilities to acceptable standard.
- Related impact on park such as need for pedestrian access and service access.

Past planning and design of the north breakwater has recognized the fact that the area between River Place and the Hawthorne Bridge is a major turning point for large commercial ships. Frequent high water and swift current conditions on the Willamette River indicate using the outboard side of the north breakwater dock as a permanent moorage may be a hazardous activity. Assessment of these docking facilities should be done as an integral component of the preparation of a Concept Development Plan for festival use in Waterfront Park.

This specialized assessment might be accomplished as part of the preparation of a concept redevelopment plan for use of Waterfront Park as a festival events site.

This assessment should also consider the idea of incorporating a permanent moorage and ticket office for tour boats near Waterfront Park. Provision of such a facility has been discussed as part of PDC's Phase I I Waterfront Development South of River Place. Related issues to consider are the visual impacts associated with commercial tour boat activity - advertising and information display. How much and what types of signs are appropriate for inclusion in the park itself? All of the existing docks will be potential tourist pick-up points for the tour boat operators.

## WATER TAXIS

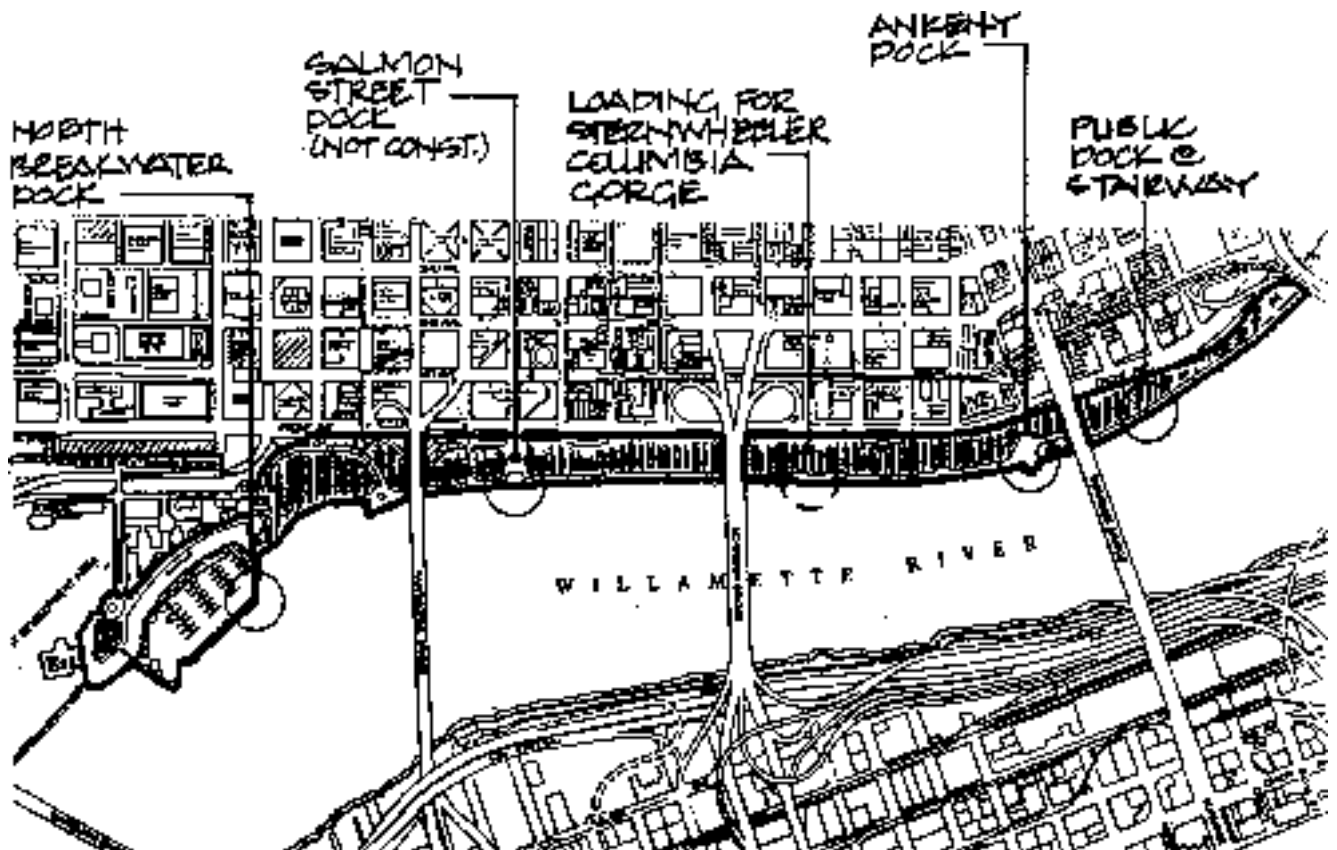
The Bureau should recognize the possibility of small watercraft taxi services which may develop on the river. They will surely request loading/unloading permits at any wall of the previously identified docks. Scheduling will be of primary importance so potential conflicts between all marine operators can be minimized at the park.

## PUBLIC ACCESS TO BREAKWATER DOCKS

Potential conflicts between private and public use of walkways may develop as illustrated by the permit given to the Newport Bay Restaurant, a floating establishment, which is tied up to the south breakwater at River Place: This restaurant has placed several dining tables and chairs on the public dock area thereby significantly reducing the available circulation and viewing areas for use by the general public. The City needs to establish a clear policy regarding infringement of public areas, principally walkways, by private operators for commercial activities.

If this kind of activity is to be permitted, there should be guidelines regarding the spacing of tables, minimum walkway widths for public use, allowable accessory items such as shade umbrellas, decorative planters and landscaping, etc.

In conclusion, the Bureau needs to assess existing dock facilities and revise its management policies prior to entering into any long term agreements with any tour boat concessionaires. Short term commitments not exceeding one year are acceptable as planning can proceed without unnecessary constraints being imposed on the process.



## PARK DAMAGE AND RESTORATION

### EVENT IMPACTS

Operations and Maintenance Division has assessed the array of events which have been scheduled in waterfront Park from 1987 to 1988. They have identified a range of impact categories and the major event offenders.

#### Category I: Major Impact

1. Rose Festival
2. Blues Festival
3. The Bite
4. Rose Festival Hot Air Ballon Event

#### Category II: Considerable Impact

1. Cascade Run-Off
2. KOIN Concerts: Waterfront Classics
3. Neighborfair

#### Category III: Moderate Impact

1. Cinco de Mayo
2. Burnside Community Council
3. Expo Pow-Wow
4. Arch Diocese of Portland
5. N.W. Natural Gas Balloons - Autumn Festival
6. Frisbee Association
7. Oregon Symphony
8. Al Kader
9. Anatasia Mercy Ship

#### Category IV: Minimal Impact

#### Category V: No Impact

Each event was rated on impact relative to:

- Vehicle damage
- Pedestrian/foot traffic damage
- Food and grease
- Hydraulic oil/grease spillage on paved surfaces
- e Damage to irrigation facilities

Another important factor which affects the degree of turf damage is the weather and event organization.

### TURF RESTORATION

Maintenance staff require 6 to 8 weeks to fully reestablish major turf damaged areas as a result of Rose Festival Fun Center activities. After

this type of major public event, damaged areas need to be reseeded, aerated, fertilized and fenced in order to grow a new stand of grass. These activities can be done in about a week. The remaining time reflects the growing period and enough time to enable the root zone to bind together to take modest foot traffic.

#### TURF RENOVATION

Renovation of the lawn area between the Morrison and Burnside Bridges has been discussed within the Parks Bureau because the area is difficult to restore when major areas are damaged. Additionally, there is a strong belief among maintenance personnel and private contractors who are familiar with the park that the subsoil drainage system is inoperative.

An analysis of the costs associated with recent improvements in the central zone - between the Morrison and Hawthorne Bridges - indicates the following to be the square foot unit costs associated with that project:

• Sand Base	- \$ 1.20
• Subsoil Drainage	- .64
• Irrigation System	- .50
Lawn Preparation & Seeding	- <u>.15</u>

Total Square Foot Cost                      \$ 2.49

A preliminary take-off of the lawn area which would be renovated between the Morrison and Burnside Bridges indicates an area of about 228,000 to 230,000 square feet. Therefore, the cost for turf renovation in this area of the park could cost upwards of \$575,000

#### RESTORATION COSTS

Current public policy is to charge the user for all damages and clean-up costs. The estimated cost to repair damages associated with the 1988 Rose Festival event is \$10,438.02. Other adverse impacts have required maintenance expenditures of about \$5,000 this summer. Therefore, the full cost to restore the park in 1988 may be about \$15,000 or more.

Restoration activities are scheduled to begin in late fall 1988. The lawn/turf areas in the park will be fully restored and ready for use in spring 1989.

#### PUBLICITY AND MAKETING

##### ACTIVITY PROMOTION

At present the Bureau does not promote the park as a site for special activities. If the City adopts the view that the park is a "Festival Park", then perhaps it is also appropriate to consider aggressively promoting the park in the market place. This philosophy could be expanded to include active programming and active management in a manner similar to Pioneer Square.

#### WATERFRONT PARK MANAGER

Active promotion and management will require the services of a professional park manager. This individual could be directly responsible to the Resource Development Division like the enterprise fund manager. This position would be distinct from the field coordinator although they would work closely together.

## RELATED OPEN SPACE AND WATERFRONT PLANNING

### WATERFRONT PARK FROM BURNSIDE TO STEEL BRIDGES

Preliminary designs for this section of the park have recently been completed. The preliminary concept is to develop parkland from Burnside to Davis Streets as a feature activity area with the internment memorial as the principal feature. Most of the 100 donated cherry trees recently received by the Bureau would be incorporated into this area.

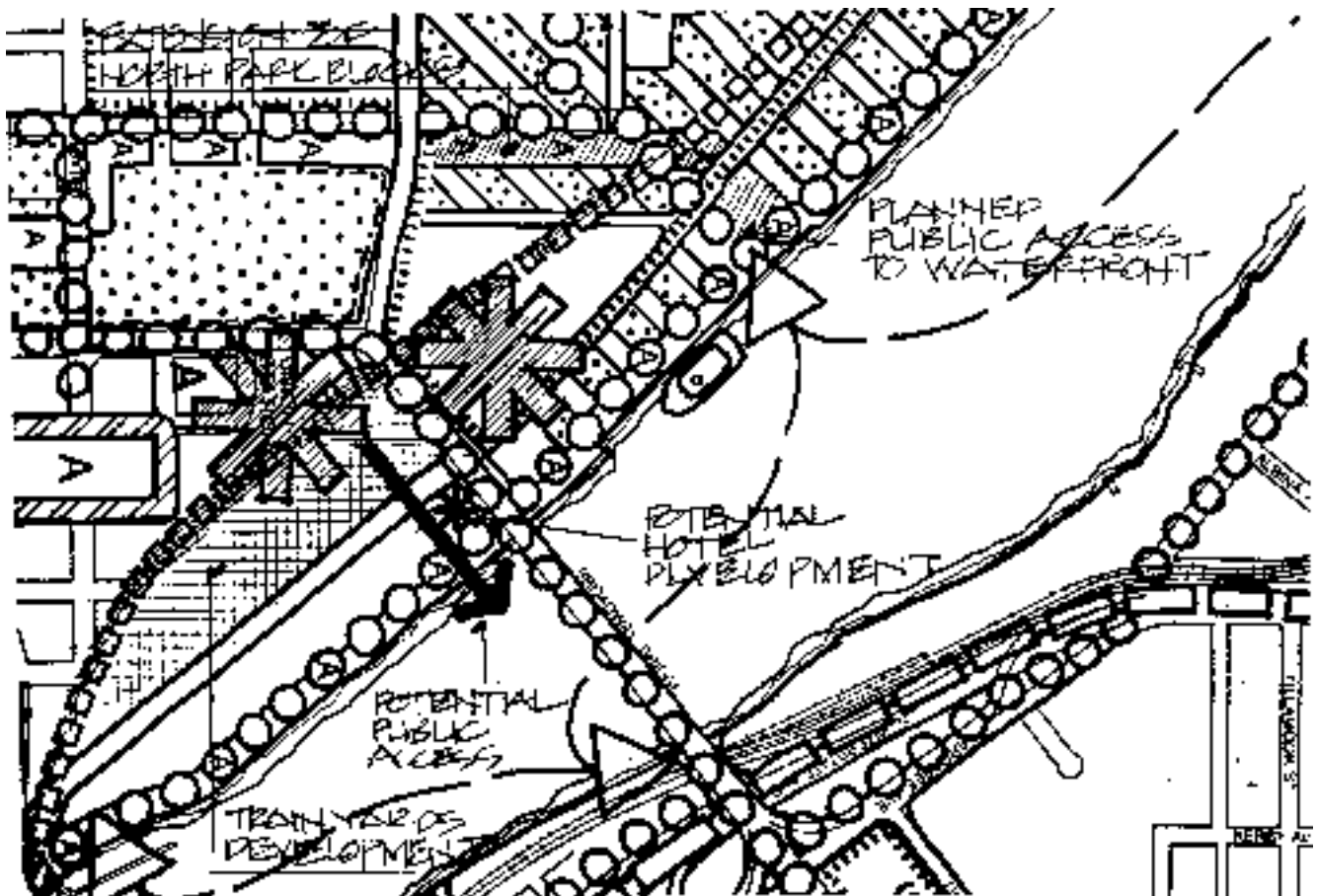
Remaining parkland between Front Avenue and the river up to the Steel Bridge would become a transition element in the overall design. The esplanade would continue on the edge of the water's edge and terminate in some special feature prior to a secondary walkway connection to Front Avenue.

### UNION STATION AREA

Additional open space is planned in the redevelopment of the station area. A few urban plaza type spaces will be developed between the train station and Front Avenue to the northeast. Possible redevelopment of the McCormick Pier housing project into a major commercial/hotel development adjacent to the south end of the Broadway Bridge could include a public access corridor to the waterfront.

Further north the development train yards area will include an extension of N.W. 9th Avenue as part of the North Park Blocks. This new two to three block linear park would also provide a new public movement corridor to the river.

A concept diagram illustrates these potential or future open space developments is attached.



## WITHIN EXISTING WATERFRONT PARK

Other planned or potential modifications to the park include:

### Conversion of the one story historical building to a restaurant.

Although an outdoor patio area is planned in conjunction with the building restoration, there is a strong possibility a future operator would want to obtain a permit to use nearby lawn areas for special catered events. Should this restaurant establish itself as a popular dining spot, additional profits may motivate the operator to expand tables and seating areas. The Bureau should pre-think its policy position regarding this potential request.

### McCall Memorial

A local group is actively soliciting funds for a memorial to former Governor McCall. What is envisioned is a larger than life bronze statue to be sited as the centerpiece in the circular planter at the front of Columbia Street just within Waterfront Park. Conceptual plans also envision some form of water treatment at the base of the memorial.

No major public events are planned except for the dedication. The setting for this proposal is within an existing paved area. Foot traffic attracted to this new feature in the park would not adversely affect the park nor its maintenance.

However, as there are other current proposals for a police and internment memorial, the Bureau needs to establish a policy and/or set of guidelines for use in evaluating future memorial proposals.

### Police Memorial

A memorial plaza to slain policemen has been proposed for installation in the park by the Portland Police Historical Society. A location between the Hawthorne Bridge and the historical building has been selected. The preliminary proposal is to-construct a ceremonial plaza which would include a linear granite pool as the focal point.

The pool would be designed in such a manner as to result in a moving water course. Other related elements would include plaques for officers' names, a seating wall from which to view the memorial and a bosque of small trees along the north edge of the memorial plaza.

Evaluation of the preliminary design is in progress. The Bureau needs to carefully assess the design regarding:



- Spatial relationship to adjacent parkland.
- Circulation connections to existing sidewalks and esplanade.
- Placement of proposed tree plantings; appropriateness of mass, height, view, and screening considerations and relationship to adjacent historical structure and future restaurant activity.
- Maintenance requirements of the memorial plaza and water features.
- Maintenance requirements for remnant lawn areas.

#### MARQUAM BRIDGE

The Portland Development Commission, in conjunction with additional waterfront development between River Place and the Marquam Bridge, is considering development of a public parking area and public access to the waterfront along the future esplanade. This proposal is still conceptual, but would be one of the few opportunities south of River Place to provide for general public access and parking.

#### ZIDELL SITE

Current planning indicates the site will be developed for commercial activities. No public open space amenities are required at this time by the City. Development along the waterfront will be subject to Willamette Greenway policies and standards.

#### EASTSIDE ESPLANADE

Currently the City is pursuing a course of action which involves additional study of the feasibility of relocating the east bank freeway. Concurrent with the study will be the preparation of alternative land use plans which will compare and assess alternative land use redevelopment concepts. A major planning goal is the desire to incorporate a major public open space as a component in all the development alternatives and concepts.

Within one year preliminary studies should be completed which will enable the City to select a preferred land use alternative. Additional study would then proceed and involve a specific engineering study, an environmental impact statement and other consultant studies as required to advance the project.